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ABSTRACT

Manpower programs in which the U.S. Forest Service can participate are identified in this booklet, and methods and procedures for initiating programs in the interest of meeting the needs of rural areas are explained. Major divisions of the document are Overall Planning, Program Sponsorship, The Program-Operation Mainstream, Manpower Development and Training Act, Experimental and Demonstration Program, Neighborhood Youth Corps, College Work-Study, Work Incentive Program, Public Service Careers, and Transition. Prepared primarily for Forest Service personnel, the booklet may be beneficial to state foresters or natural resource agencies wishing to work with manpower programs. (MJB)

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INTRODUCTION

A Message From the Chief

The Forest Service, as an agency of the U.S. Department of Agriculture, is committed to help individuals and communities in rural areas of America to improve their quality of life. The Secretary of Agriculture has asked "each agency in the Department to give aggressive leadership and assistance to the rural development program . . . to utilize our existing authorities to provide more jobs and income opportunities, improve rural living conditions, and enrich the cultural life of rural America."

It is Forest Service policy to work with all appropriate public and private agencies to provide public services, income, jobs, and amenities in rural areas through planning, resource management, economic development, and manpower programs. The manpower programs which have been established in recent years under the administration of several Federal agencies offer the Forest Service unparalleled opportunities to implement this policy.

The Forest Service is in an excellent position to put Manpower Programs to work for the benefit of rural residents. Our interests in the Nation's forest lands, our cooperation with State forestry agencies, and our decentralized organizational structure place Forest Service personnel in many small towns and rural communities across the country. Moreover, throughout the nearly 70 years of our existence as a Federal agency, we have worked with the people of Rural America and are familiar with their needs and their ambitions.

Now we must take advantage of our opportunities and our experience to exert the leadership so urgently needed to help solve the manpower and economic problems of rural areas. Each one of us must accept the challenge to seek out ways to use all the resources of the Forest Service to help the rural disadvantaged.

I cannot over-emphasize the need for the entire Service to work with these programs—the Research and State and Private branches as well as the National Forest System. The talents of the entire agency must work on these problems.

Because many of the manpower programs are unfamiliar and some are quite complex, I have asked that this booklet be prepared to guide you in selecting programs and in working with them. The booklet identifies the programs in which the Forest Service can participate and explains the methods and procedures for getting them started. Although it is prepared primarily for Forest Service personnel, the booklet may be beneficial to State Foresters or other natural resource agencies which wish to work with the manpower programs.

I sincerely hope this booklet fulfills its purpose by giving you a better understanding of the manpower programs and encouraging you to use them to their fullest extent in implementing Forest Service policy to help meet the needs of the Nation's rural areas.

EDWARD P. CLIFF
Chief

OVERALL PLANNING

There are several planning vehicles which are used to implement the various manpower programs. Although they are not programs in themselves, a basic knowledge of what they are and how they operate is necessary to fully understand the concept of the manpower programs and how they function. Three such planning vehicles are available for Forest Service participation: Cooperative Area Manpower Planning System (CAMPS), Concentrated Employment Program (CEP), and Concerted Services in Training and Education (CSTE).

Cooperative Area Manpower Planning System (CAMPS)

Cooperative Area Manpower Planning System (CAMPS) is a system of cooperative planning and action by government agencies on manpower programs. It involves eight Federal Agencies—the Departments of Labor; Housing and Urban Development; Health, Education, and Welfare; Commerce; Agriculture; Interior; and the Civil Service Commission and the Office of Economic Opportunity.

The Department of Agriculture has responsibilities in programs that provide training and jobs in soil, water, and range conservation and forestry work, in distributing food to the needy and school children, and in supplying low-cost electricity and telephones to rural people.

CAMPS recognizes that the focal point for joint action is the local community where the manpower services and their clients can come together. Therefore, the basic CAMPS unit is an area manpower coordinating committee which includes the local agency representatives of the participating manpower programs.

CAMPS encourages community leaders, employers, labor union officers, and others with manpower interests to work with the local committees.

The basic job of a committee is to develop a blueprint for its area that links Federal programs and local efforts. This information is presented annually in a comprehensive manpower plan. All the local plans, coordinated and combined, make up a blueprint for the State. State plans are, in turn, reviewed and approved by 10 regional committees.

At the summit of the system is the National Manpower Coordinating Committee, whose members represent the eight Federal agencies listed previously. The Committee prepares national program goals for manpower and related fields for the coming fiscal year. This document lists all programs related to manpower proposals by all CAMPS agencies. It outlines the policies and objectives of each program and the funds pro-

posed for every State, and some areas, of the country. These guidelines comprise a framework within which the local and State committees can prepare their annual plans.

Concentrated Employment Program (CEP)

The Concentrated Employment Program (CEP) is a major effort to bring together all available resources to help the Nation's most severely disadvantaged groups. Several new approaches are involved. The CEP attempts to coordinate local, State, and Federal manpower efforts to make a significant impact on the unemployment and underemployment problems of both urban and rural areas. It involves local business and labor groups in the manpower problems of the community. It comes to grips with the total employment problems of those disadvantaged who are hit hardest.

The CEP combines funds which would otherwise have been used for separate manpower programs such as Neighborhood Youth Corps, Operation Mainstream, or classroom and on-the-job training under the Manpower Development and Training Act (MDTA) and channels them into one full-range project in a city slum or rural area.

CEP projects are planned and carried out by local sponsors, either the local Community Action Agency (CAA) of the Office of Economic Opportunity or a local unit of government.

All funding and support services are provided by the Federal Government through one contract with one sponsor. The sponsor is expected to work closely with the local State Employment Service, and may subcontract services or components of the project to other public or private service agencies. However, it is the responsibility of the sponsor to insure that all the avenues used are effectively coordinated for the greatest benefit to the individuals served.

There is no one standard method of operation for CEP projects. Plans are developed by the sponsor to meet local needs, and the "program mix" of on-the-job or classroom training, work experience, orientation, counseling, and support services depends upon the characteristics of the local residents.

Concerted Services in Training and Education (CSTE)

The purpose of Concerted Services in Training and Education (CSTE) is to determine which manpower programs are most urgently needed in a specific area, what arrangements should be made to provide educational and training programs, and what must be done to encourage the disadvantaged to use the new opportunities which will help them to obtain and hold a job.

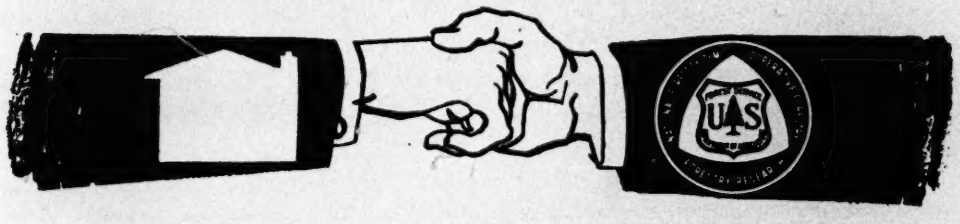
The Concerted Services approach was developed when it became increasingly evident in the early 1960's that rural counties were not participating as effectively as urban areas in the new Federal education and manpower programs. Few rural residents were aware of the programs. Moreover, most rural counties did not possess the technical know-how required to analyze their manpower needs, and thus failed to apply for government help. The few programs that did become established usually solved only a portion of the problems confronting rural residents.

Thus an interagency task force was established in 1964 to develop a cooperative approach by Federal agencies to meet these problems. Currently, this task force includes representatives from the Departments of Agriculture; Commerce; Health, Education and Welfare; Housing and Urban Development; Labor; and the Small Business Administration and the Office of Economic Opportunity.

The task force has established pilot projects across the country. Each is in charge of a project coordinator. An advisory committee selected from a cross section of the community is appointed in each area to help the project coordinator.

The need for a CSTE program in an area is determined through Rural Development Committees and CAMPS Committees. If need for such a program is established, the request for a CSTE program can be made to the interagency task force at the national level.

PROGRAM SPONSORSHIP



The manpower programs described in this booklet are administered nationally by the Departments of Labor; Defense; and Health, Education, and Welfare. Local sponsorship of the programs is usually given to community and State non-profit organizations or agencies which are contractors with the Federal Departments.

For each manpower training program in which the Forest Service participates, there must be a cooperative arrangement with a sponsor or contractor. Sponsorship of Department of Labor programs is usually given to the Community Action Agencies (under the auspices of the Office of Economic Opportunity) or the State employment services. In some areas, a non-profit organization such as a local school district acts as sponsor. Department of Health, Education, and Welfare programs are sponsored primarily through the State vocational education agencies and the State employment service. State Foresters are eligible to participate as both sponsor and host.

The Forest Service participates in these programs as the host agency. We provide work sites and supervision to enrollees in the various manpower programs. Thus, we must know who the sponsors are for the programs being considered.

The first step in arranging for the Forest Service to participate in a manpower project is to contact the project sponsor. Lists of sponsors can be obtained from the local or State CAMPS Committee, the State employment service, or the Regional Manpower Administrator of the Manpower Administration, Department of Labor.

THE PROGRAMS - OPERATION MAINSTREAM

Authorizing Legislation

Economic Opportunity Act of 1964 (as amended)

Administering Agency

Department of Labor, Manpower Administration

Nature and Purpose of the Program

Operation Mainstream is a work-experience and training program for chronically unemployed and low-income adults, aged 22 and older. Enrollees gain valuable experience and job skills while they work in locally sponsored projects that provide needed services or improve the physical or social environment of their communities.

Priority is given to Mainstream projects in rural areas and small towns that provide work-training opportunities for older adults, especially those over 55 years of age. Projects which involve conservation, beautification, and the abatement of air and water pollution are highly desirable.

Participants are paid the legal Federal or State minimum wage or the prevailing wage for comparable work, whichever is highest, for time spent in work up to 40 hours a week. They also are compensated for time spent in related activities such as remedial and basic education and skill training. In addition to work training, enrollees receive personal and vocational counseling.

How to Participate

1. ***Determine the need and desirability of a cooperative project.*** Through contacts with local sponsoring organization (Community Action Agency or local contractors) and the State Employment Service, determine if there is a need to train people in your area through Forest Service or State Forester resources. You should be able to explain how these resources can be used and the extent of training that could be achieved.

2. ***Develop a project proposal.*** If the need for a program is established, the next step is to develop a project proposal. Select a project which will not only provide the desired training but one which will also benefit the local area.

The proposal should include a detailed description of the project including what types of training experience can be offered, the duration of the project, an estimated cost to the manpower program, and amount of contributed funds such as supplies, materials, supervision and transportation which the Forest Service or State Forester will provide. Include any special training items such as classroom instruction. Work closely with the sponsor or State Employment Service in the development of the proposal.

3. *Present the proposal to the program sponsor (or State Employment Service) for review.*

4. *After the proposal is completed, assist in getting the program included in the CAMPS annual plan.*

Authorizing Legislation

Economic Opportunity Act of 1964 (as amended)

Administering Agency

Department of Labor, Manpower Administration

Nature and Purpose of the Program

Green Thumb is a work program for older people, especially older and retired low-income farmers. Green Thumb projects are run by a nonprofit organization for rural workers affiliated with the National Farmers Union. It operates under a Nationwide grant or contract by the U.S. Department of Labor as a part of its Mainstream program.

Participants in Green Thumb must be 55 years or older. They plant trees, build parks, reconstruct historical sites, beautify highways, improve drainage, decrease air and water pollution, and rehabilitate housing. In the process, older workers are trained and prepared for such jobs as gardeners, landscapers, nurserymen, and highway maintenance men.

Green Thumb operates in certain states only. A list of the states in which it operates and the names and addresses of the State Directors can be obtained by writing to:

Green Thumb, Inc.
1012 14th Street, N.W.
Washington, D.C. 20005

How to Participate

If you determine that you are in a Green Thumb area, contact the State Director. Discuss the type of resources which the Forest Service or State Forester can contribute to a Green Thumb project and decide on possibilities for a cooperative project. The Forest Service and State Foresters have many projects, especially in recreation, which can contribute substantially to the Green Thumb effort.

Then, as in other Operation Mainstream projects, develop a project proposal, present the proposal to the sponsor for review, and assist in getting the proposal included in the CAMPS plan.

MANPOWER DEVELOPMENT AND TRAINING ACT (MDTA)

Authorizing Legislation

Manpower Development and Training Act of 1962.

Administering Agency

Department of Labor, Manpower Administration, and Department of Health, Education, and Welfare.

Nature and Purpose of Program

The primary purpose of MDTA, as stated in the act, is to provide occupational training for "those unemployed and underemployed persons who cannot reasonably be expected to secure appropriate full-time employment without training."

The act places emphasis on the employment problems of young people, older workers, members of minority groups, and disadvantaged persons, and provides for updating and upgrading occupational skill levels of many presently employed persons to overcome skill obsolescence.

Training may be institutional, in either a public or a private vocational or educational institution, using a classroom method of teaching combined with work-skills training activities, or on-the-job training (OJT) using instruction combined with work at the jobsite. On-the-job training may be provided by employers, public and private agencies, trade associations, and other industrial and community groups.

How to Participate

1. ***Determine the desirability of developing a cooperative MDTA project.*** Contact the State Employment Service and Vocational Education agency and explain the Forest Service or State Forester's policy on participating in manpower programs and make them aware of the resources

available to support a MDTA project. This support may be in terms of providing sites for woods worker training, or developing projects for MDTA programs such as training heavy equipment operators and carpenters in conjunction with labor unions. You may also contribute through planning and supervision.

2. *Develop a proposal.* If it is agreed that a cooperative project would be beneficial, work with the vocational education agency to develop a project proposal.

3. *After the proposal is completed, assist in getting the program into the annual CAMPS plan.*

EXPERIMENTAL AND DEMONSTRATION PROGRAM (E & D)

Authorizing Legislation

Title I of the Manpower Development and Training Act as amended and Title I–B of the Economic Opportunity Act, as amended.

Administering Agency

Department of Labor, Manpower Administration

Nature and Purpose of the Program

The principal aim of this program is the development and testing, through actual project operation, of new ideas, techniques and institutional arrangements which will solve significant problems, particularly the problems of the disadvantaged, not now being met effectively by established manpower programs.

In general, Experimental and Demonstration projects have one or more of these characteristics: (a) a focus on distinctive techniques for aiding major disadvantaged groups which are not ordinarily aided adequately by regular program techniques; (b) the use of organizations or institutions not ordinarily used as sponsoring agencies by the regular manpower programs; (c) strong emphasis on formal measurement and analysis of the effectiveness of various manpower services.

How to Participate

If through contacts with local groups and organizations such as Rural Development Committees, Community Action Agencies, CAMPS, and Employment Services it becomes apparent that a segment of the disadvantaged in your area is not being helped by the regular manpower programs, work with these organizations to develop an E&D project proposal. The Forest Service or State Forester can serve as host agency, providing a worksite and other resources, and should provide leadership in development of the project proposal. After the proposal is developed, and reviewed and approved by the sponsor, help in getting the program into the CAMPS plan, as with MDTA programs.

NEIGHBORHOOD YOUTH CORPS (NYC)

Authorizing Legislation

Economic Opportunity Act of 1964, Title I–B

Administering Agency

Department of Labor, Manpower Administration

Nature and Purpose of Program

Neighborhood Youth Corps provides work and training programs for poor, unemployed, or under-employed youth. These projects offer paid work experience to young men and women 14-21 years of age to enable them to resume or maintain school attendance and to improve their employability. "School" means an elementary or secondary school or its equivalent. Projects, generally are sponsored by public agencies and institutions, Community Action Agencies, and private nonprofit groups. The sponsors develop work-training and work-experience opportunities for youth in educational services, conservation and beautification of natural resources, food and health services and community and recreation services.

This program has three major divisions, all of which serve disadvantaged youth:

1. *In-school program.* Youth can work up to 15 hours a week during the school term to earn money to help buy clothes and other necessities in order to remain in school.

2. *Summer program.* Youth may work up to 32 hours per week to make money to return to school in the fall.

3. *Out-of-school program* (*for youth aged 16 and 17 only*). Youth can participate in Neighborhood Youth Corps up to 40 hours per week.

Young people who are no longer in school are offered not only work-experience but skill training, remedial education, and other important supportive services to enable them to obtain suitable, permanent jobs.

How to Participate

1. *Determine the need and desirability for a NYC program.* Through contact with the local program sponsors and the State Employment Service determine the need for a cooperative NYC program in your area. Explain what Forest Service or State Forestry resources are available. Projects should be ones which will benefit the local area and provide worthwhile training and experience under good supervision.
2. *Develop a brief project proposal.* The proposal should explain the type of project on which the enrollees will work. Include the type of training, work experience, and supervision they will receive. State the dates of the proposed project and what type of program (in-school, summer, or out-of-school) the project would conduct. Include a brief analysis of the cost to the NYC program and the amount of Forest Service or State Forestry contributed funds (supervision and materials).
3. *Present the proposal to the program sponsor.*
4. *Assist in getting the proposal included in the annual CAMPS plan.*

COLLEGE WORK-STUDY (CWS)

Authorizing Legislation

Economic Opportunity Act of 1964, Title I–C

Administering Agency

Department of Health, Education, and Welfare, Office of Education

Nature and Purpose of Program

The program is designed to provide part-time work experience of

worthwhile character to college students who need money to continue their education. They work 15 hours per week when college is in session, or 40 hours per week during the summer break.

Eighty percent of the student wages is paid by the colleges and 20 percent by the host agency. Colleges can apply for Federal grants to cover up to 75 percent of the cost of hiring work-study students.

How to Participate

The Forest Service or State Forester can participate as host agency. The first step is to contact colleges and universities with which you would like to participate and develop agreements with them. These agreements should be secured at State level so that more than one unit can use the same agreement. In States which have a Board of Regents, it is possible to negotiate an agreement which will cover all the colleges for which the Board has responsibility.

If you have a special project which can be used to benefit the purposes of the college work-study program, develop a brief description of it. The proposal should be discussed with the colleges to see if there are students who can participate in this project.

WORK INCENTIVE PROGRAM (WIN)

Authorizing Legislation

Title IV, Part C, of the 1967 amendments to the Social Security Act

Administering Agency

Department of Labor, Manpower Administration

Nature and Purpose of Program

The WIN program is directed exclusively to persons receiving Aid to Families with Dependent Children (AFDC). The WIN Program provides for rehabilitation of welfare clients, to enable men, women, and out-of-school youth, 16 or older, to move off the welfare rolls into meaningful, permanent employment. By becoming wage earners, adults on welfare and their families can move from dependency to self-sufficiency. Referrals to WIN proceed under three priorities:

Priority I—Persons in this group are ready for immediate employment and are placed in suitable jobs or on-the-job training.

Priority II—This group consists of persons who require training or other assistance to become ready for employment. Most participants are in this priority. WIN helps each person develop an employability plan which includes all the services he needs to prepare for a suitable job. It may include counseling, education, job training, work experience, and a variety of other help. When a person is ready, he is placed in a job and receives followup assistance after employment.

Priority III—This priority includes participants who do not require occupational training or for whom suitable training is not available and jobs cannot be found. They may be referred to jobs in Special Work Projects that improve the communities where they live. These projects, operated by public or private nonprofit agencies under agreements with the Department of Labor, carry out conservation, beautification, or other civic improvement work. Money which participants would otherwise receive as welfare grants is paid to the Department of Labor and these funds are pooled to reimburse the employers for a portion of their payroll costs.

How to Participate

Not all areas currently have WIN programs. Contact the State employment service and the State WIN Coordinator to determine if your area qualifies, and, if so, which categories of the program are operational and if there is a need for a host agency to cooperate in providing work experience in a Special Work Project. At present these projects operate in only a few areas, but plans for more projects are being developed.

Most Forest Service and State Forester participation in the WIN program will be in Priorities II and III.

We can participate in Priority II as a host agency by linking our resources with programs such as MDTA in which WIN participators are enrolled.

As more Special Work Projects are established, we can participate to a greater degree in Priority III by utilizing our resources which will contribute to the quality of work experience for enrollees. In these projects, the host agency has to provide a percentage of the enrollee's salary. The average is approximately 50 percent, although the amount of contribution varies from one area to another.

Contact a sponsor, prepare a project proposal, and assist in getting the proposal in the CAMPS plan, as in the MDTA programs.

PUBLIC SERVICE CAREERS (PSC)

Authorizing Legislation

Manpower Development and Training Act of 1962 and Economic Opportunity Act of 1964, as amended.

Administering Agency

Department of Labor, supported by Civil Service Commission and Department of Agriculture.

Nature and Purpose of Program

Public Service Careers (PSC) is a new manpower program created to secure, within merit principles, permanent employment for the disadvantaged in public service agencies and to stimulate upgrading of current employees, thereby meeting public sector manpower needs.

A wide variety of institutional and individual barriers now prevent the most effective and efficient use of human resources in public services. Institutional barriers include out-dated personnel systems, lack of agency funds for job restructuring and career development, discriminatory hiring practices and unnecessary entrance requirements. Individual barriers of disadvantaged individuals include inadequate education; lack of skill training; poor work attitudes; medical, child care, and transportation problems; and a lack of understanding of job requirements.

Public Service careers will emphasize overcoming or eliminating the various types of barriers to entry and upgrading. Both short-term remedia-

tion and long-range reforms will be used.

Participants in this program become employees of the public agency and are paid by the agency. Funds for PSC will be furnished to the agency to cover the training cost of the disadvantaged individuals by the Department of Labor.

How to Participate

The Forest Service can participate in two phases of the Public Service Careers program, Plan B and Plan D.

Under Plan B, State, county and local government agencies that receive Federal grants-in-aid will be invited to submit proposals for training and upgrading the disadvantaged. The Forest Service can utilize Plan B in working with State forestry agencies. Under a national contract, state forestry agencies will be asked if they have the capability to participate in this program. If they do, the Department of Labor will furnish funds to the Forest Service for transfer to the State agencies for purposes of training the disadvantaged.

Plan D of the PSC program is designed for agencies of the Federal government and works primarily through the Civil Service Worker-Trainee Examination.

There are two components of Plan D which are applicable to the Forest Service:

1. *Entry component.* Persons qualifying for the Work-Trainee Announcement are hired at the GS–1 or WB–1 and –2 levels. The hiring agency will provide PSC Trainees with an initial orientation, develop individual vocational evaluation and career development plans, offer special counseling and assistance, and require appropriate training for worker-trainee supervisors. Wherever possible, the hiring agency will make available basic education and skills training which will either lead to specific promotion for the worker-trainees or significantly improve their readiness for promotion.

Under the entry component hiring agencies will receive ceiling relief for individuals hired through PSC. In addition, they will be reimbursed for the cost of training for the period of time when the employees are in a non-productive status such as a formal training session. After one year or two grade promotions the employees lose their ceiling exemption status and the hiring agency must absorb them into their regular ceiling.

2. *Upgrading component.* Through PSC some lower level Federal employees will be provided training which will lead either to specific promotion or will significantly improve their readiness for promotion during the first program year.

Under the upgrading component PSC funds will be available only for the training cost. Ceiling relief will not be granted for these employees.

The Division of Personnel Management will coordinate Forest Service participation in Plan D of Public Service Careers. The National Contract for Plan B will be handled by the Division of Manpower and Youth Conservation Programs. If you feel you can participate in either plan, discuss the various possibilities with the appropriate staff personnel having responsibilities in these areas.

TRANSITION

Authorizing Legislation

National Defense Act of 1916.

Administering Agency

Department of Defense in cooperation with the Departments of Labor, Commerce, and Justice; Civil Service Commission; Post Office Department; and Veterans Administration.

Nature and Purpose of Program

Transition was initiated by the Department of Defense in January 1968 to provide skill training and educational opportunities to prepare service men for civilian employment. They can enroll in the program 1-6 months before separation from the Armed Forces. They are offered basic education, counseling, skill training which reflects labor market requirements, and placement assistance.

How to Participate

The Forest Service or State Forestry Agency can serve as a host in designing work-skill training projects. Training sites will need to be within reasonable commuting distance of a military base. For details of the program, contact the Base Commander or the Department of Defense.

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